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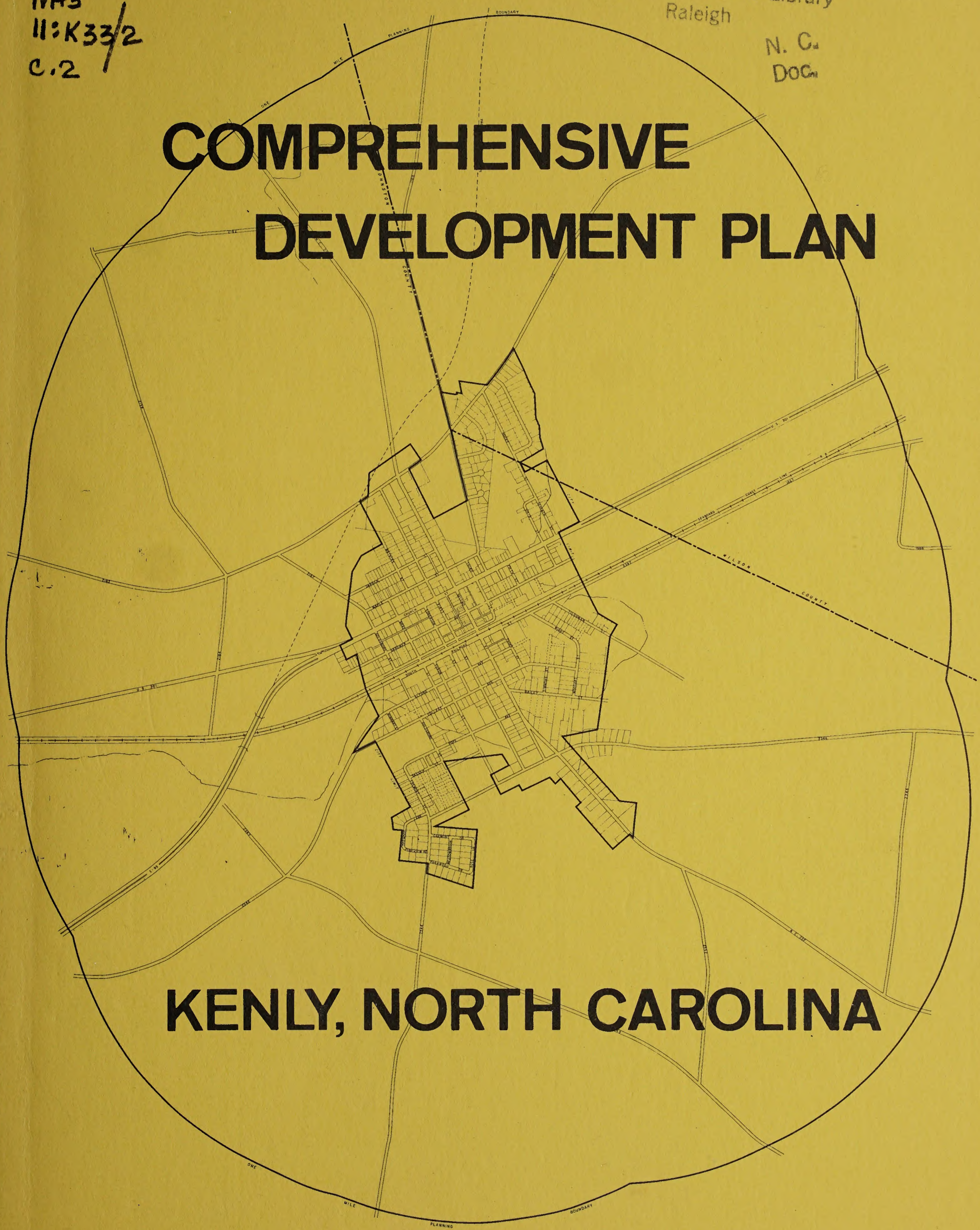
COMPREHENSIVE DEVELOPMENT PLAN



KENLY, NORTH CAROLINA

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This report consists of three major parts: Part I includes background factual information on Kenly's population, economy, natural environment, land use, and community facilities; Part II includes a statement of growth objectives, and tells how these objectives can be achieved through proper physical growth management; Part III examines means of implementing plan proposals through land use controls, financial aids, local government policies and programs, intergovernmental cooperation, and citizen awareness and participation.

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COMPREHENSIVE DEVELOPMENT PLAN

KENLY, NORTH CAROLINA

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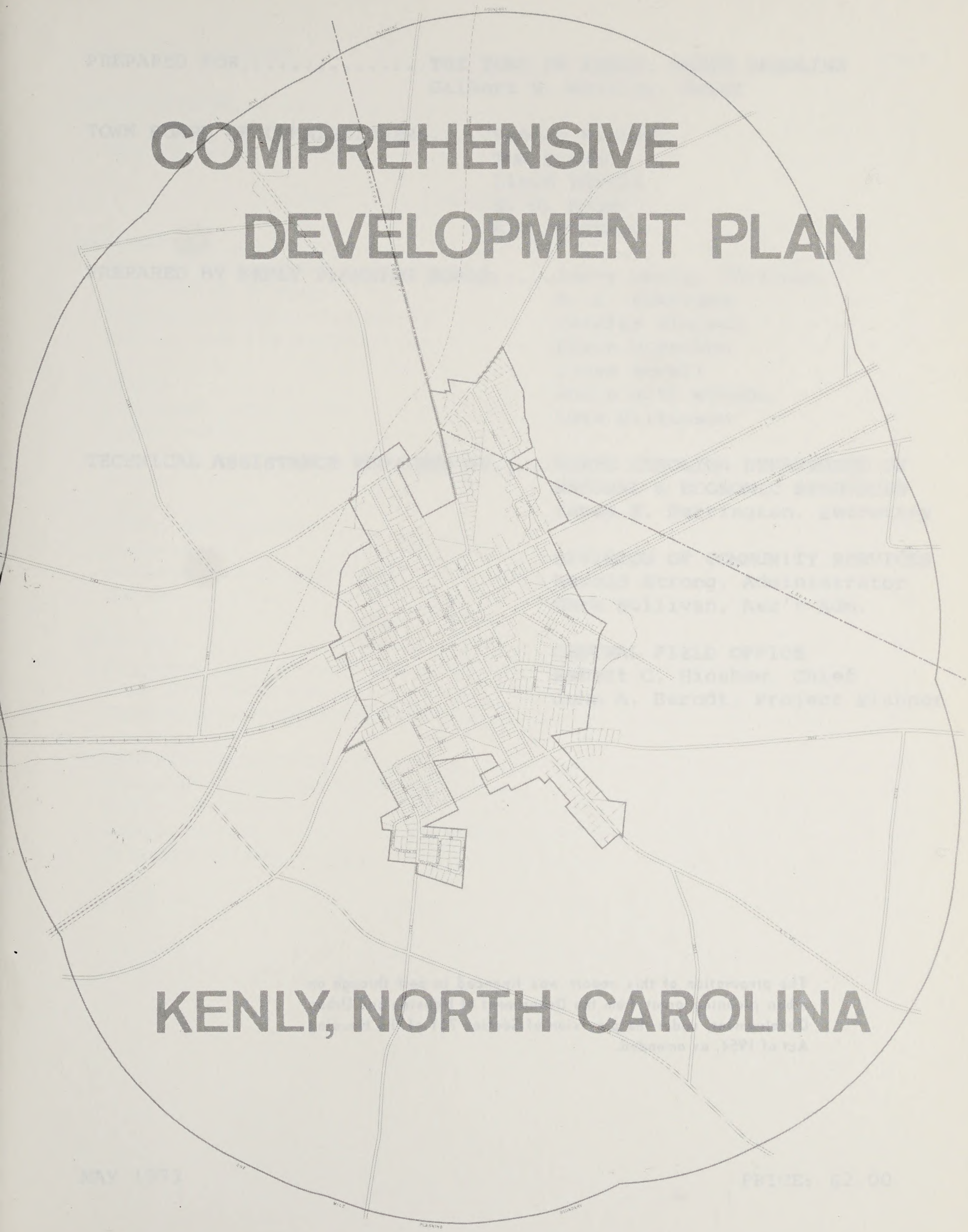

KENLY, NORTH CAROLINA

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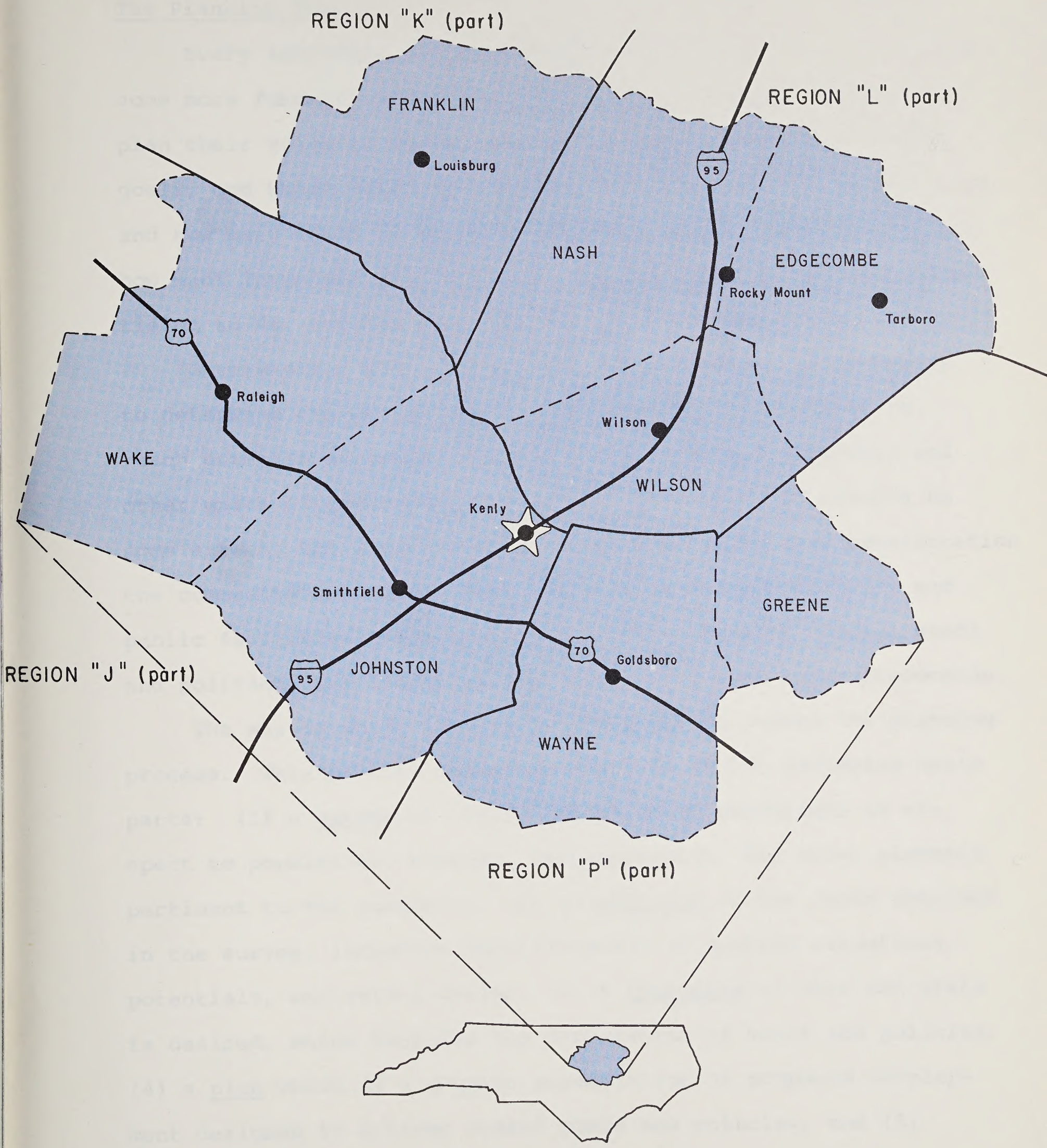
INTRODUCTION

Regional Setting and History

The Town of Kenly, North Carolina, straddles the Johnston-Wilson County line, about midway between Smithfield, the county seat of Johnston County, and Wilson, the county seat of Wilson County. Kenly is about 35 miles southeast of Raleigh, the state capital. Interstate 95 now terminates just west of the town limits, and U.S. 301 through Kenly now carries very high traffic volumes. The nearest major east-west route to Kenly is U.S. 70 where it intersects with I-95 about 13 miles to the southwest. Kenly is a member of the Triangle J Council of Governments (or "Region J" -- see Map 1), but is geographically closely associated with regions K, L, and P.

Kenly grew up as part of Johnston County's agricultural based economy, when "cotton was king". However, in 1897 when cotton prices sagged, Johnston County residents began turning towards tobacco as the primary cash crop. Agriculture is still important to Johnston County and Kenly but industrialization is catching on rapidly. Many of Kenly's residents commute to Smithfield and Wilson, but some newer plants are now providing employment opportunities closer to town. One of the largest new firms is the Overton Corporation located south of Kenly on I-95. The Town of Kenly has also evolved into somewhat of a medical center with three practicing physicians and two pharmacies.



MAP I

REGIONAL LOCATION

The Planning Process

Every individual or group plans their future to some extent, some more formally and in more detail than others. Individuals plan their budgets, their insurance program, their educational goals, and their daily activities. Families plan their vacations and how many rooms to build in their new house. Businesses plan how much inventory they need in the months ahead, how much advertising to do, and how much new capital to invest.

Governmental units must plan, too. Planning is necessary to determine the wisest use of the community's resources to reach established goals and objectives. Cities, counties, and other units of government have always planned their futures to some extent, but a comprehensive approach taking into consideration the community's economic base, population characteristics, and public facilities, as well as the cultural context, social needs and political and financial realities, is a much newer phenomenon.

The way in which this is accomplished is called the planning process. This process generally consists of the following basic parts: (1) a survey of trends and existing conditions in respect to population, economy, transportation, and other elements pertinent to the community, (2) an analysis of the facts obtained in the survey, including identification of problem situations, potentials, and relationships, (3) a synthesis of what end state is desired, which includes the formulation of goals and policies, (4) a plan which is a graphic presentation of proposed development designed to achieve stated goals and policies, and (5) implementation of plan proposals.

Information and proposals obtained through this process by the Town of Kenly are embodied in the remainder of this report.

This report is organized in three major parts: Part I consists of background factual information which has been used, and can continue to be utilized, in the formulation of goals, policies, and plan proposals; Part II is the plan proposals, which includes a recapitulation of trends, problems and potentials by functional area, future land requirements, recommendations of where future growth should occur, and suggestions for new and/or improved programs; Part III discusses implementation of those programs suggested in Part II through land use controls, financial aids, local government policies and programs, intergovernmental cooperation, and citizen awareness and participation.

PART 1

BACKGROUND INFORMATION

POPULATION

An analysis of population characteristics and trends in the Town of Kenly is an important tool for planning future growth and development. Characteristics of the population, such as age, sex, income, and education, are important in determining requirements for public facilities such as schools, libraries, and recreation. They are also useful in determining the potential for community economic growth. Estimates of future population growth are valuable for forecasting requirements for land, utilities, and public services, as well as giving an indication of the general economic vitality of the community. Much of the information contained in this population analysis will be used as a basis for subsequent proposals in the Comprehensive Development Plan.

Current Estimate

Based on the land use survey conducted in January 1973, it is estimated that the current population of Kenly is 1,370. The population of the planning area (Kenly and its one mile extraterritorial jurisdiction) is estimated to be 1,850. These estimates were determined by multiplying the number of occupied dwelling units by the 1970 Census population per household for Kenly (3.01) and Beulah Township (3.20), respectively.

Population Trends

Kenly's population has been growing steadily since 1910. The greatest percentage change in any one decade was experienced between 1960 and 1970 (see Table 1), however most of this growth was due to annexation.

TABLE 1

POPULATION TRENDS, 1910 - 1970
KENLY AND OTHER UNITS

	Kenly		Johnston County		Wilson County	
	Number	% change	Number	% change	Number	% change
1970	1,370	19.4	61,737	-1.9	57,486	-0.3
1960	1,147	1.6	62,936	-4.5	57,716	5.8
1950	1,129	3.1	65,906	3.3	54,506	8.5
1940	1,095	13.5	63,798	10.7	50,219	11.8
1930	965	16.7	57,621	17.5	44,914	22.0
1920	827	13.9	48,998	18.3	36,813	30.2
1910	726		41,404		28,269	

Source: U. S. Census of Population, 1910-1970

Johnston County and Wilson Counties both experienced population losses between 1960 and 1970 due to net outmigration. However, the larger urban areas in these counties, particularly Smithfield and Wilson, gained population which points out the continued redistribution of people from rural to urban areas. Kenly will probably continue to experience this type of growth in the future.

Population Characteristics

All data for population characteristics are taken from 1970 and earlier census reports. Since the total population for Kenly has not changed since 1970, it can be assumed that 1970 population characteristics data are still reasonably accurate.

Age/Sex Composition

The population of Kenly by age in 1960 and 1970 is shown in Table 2.

TABLE 2

POPULATION BY AGE, 1960 and 1970
TOWN OF KENLY

Age Group	1960	1970	Percent Change 1960-1970
Under 5 years	136	120	-11.8
5 to 14	214	279	30.4
15 to 24	158	213	34.8
25 to 34	128	135	5.5
35 to 44	134	150	11.9
45 to 54	125	153	22.4
55 to 64	120	147	22.5
65 and over	132	173	31.1

Source: U. S. Census of Population, 1960 and 1970

The only absolute loss between 1960 and 1970 was in the "under 5" age group. This corresponds to statewide and national trends of lower birth rates, and may reflect decreasing school needs in years ahead. One of the largest percentage increases was in the elderly population; the 31.1 percent increase in Kenly corresponds closely to the 32.7 percent increase for this age group statewide. Additional facilities, and particularly leisure time activities, may have to be provided for this segment of the population in the future.

Females outnumber males in Kenly by a rather large margin. In 1960, there were 87.7 males per 100 females in Kenly; by 1970 the ratio had increased to 82.7 males per 100 females. This can be compared to statewide figures of 97.3 males per 100 females in 1960 and 95.9 males per 100 females in 1970. Elderly females account for much of this uneven distribution.

Race

The percent of nonwhites* in Kenly has decreased slightly over the past twenty years, from 29.8 percent in 1950 to 25.8 percent in 1960 to 25.6 percent in 1970. This corresponds to state trends of net outmigration of blacks. Should Kenly annex additional territory in the future, the percentage may drop further since the 1970 nonwhite population in Beulah Township (surrounding Kenly in Johnston County) was only 18.0 percent.

Education

Educational achievement statistics are not available for the Town of Kenly or Beulah Township, but it should be of interest to note the trends in Johnston County. Median school years completed for Johnston County residents 25 years and older in 1970 was 9.5. This compares unfavorably with the North Carolina figure of 10.6 years and the U. S. median of 12.0 years.

Also significant are variations in educational achievement within segments of the Johnston County population. For example, females are more highly educated than males; median school years completed for females over age 25 in 1970 was 9.9, while for males it was 8.7. Black males were at the bottom of the scale with only 7.0 median school years completed, while for black females the figure was 8.4 years.

---

*Nonwhites are primarily blacks. In 1970, only 5 of the total nonwhites in Kenly were other than black.

Income

Income figures also are not available for Kenly or Beulah Township. Median family income for Johnston County in 1970* was $6,023, whereas the amount for North Carolina was $7,774 and for the United States $9,433.

Population Projections

Population projections for a town the size of Kenly are subject to a good deal of error simply because there is such a small base to begin with, and one unforseen event, such as a major industrial plant locating in or near there, could result in a large percentage error in the projections. Therefore, knowing that all population projections should be viewed with some skepticism, it is obvious that projections for Kenly should be used with extra caution.

Table 3 reflects projections for Kenly, Beulah Township** Springhill Township***, and Johnston County using three methods -- arithmetic, geometric and least squares projections.

---

*1970 Census information on income levels is for the 1969 calendar year.

**Beulah Township includes the Johnston County side of Kenly.

***Springhill Township includes the Wilson County side of Kenly.

TABLE 3

TREND POPULATION PROJECTIONS, 1970 - 2000
KENLY AND OTHER UNITS

	1970	1980	1990	2000
Kenly	1,370			
Arithmetic		1,480	1,590	1,690
Geometric		1,520	1,690	1,860
Least Squares		1,430	1,530	1,620
Beaulah Township	3,628			
Arithmetic		3,640	3,730	3,680
Geometric		3,670	3,810	3,780
Least Squares		4,100	4,170	4,240
Springhill Township	2,053			
Arithmetic		2,040	1,950	1,800
Geometric		2,060	1,990	1,890
Least Squares		2,470	2,440	2,420
Johnston County	61,737			
Arithmetic		65,130	67,810	69,510
Geometric		66,220	69,800	72,160
Least Squares		71,370	74,840	78,310

SOURCE: Computer Program developed by Robert W. Upchurch, N. C. Department of Natural & Economic Resources, Division of Community Services

A few general observations can be made from the trend projections; if past trends are indeed a good indicator of the future, (1) Kenly can expect a growth rate of about 7 to 8 percent each decade for the next 30 years, (2) Beulah Township will grow very little, which will reflect continuing rural to urban migration patterns, (3) Springhill Township may experience a small decline in population, and (4) Johnston County will grow at a rate ranging from 3.5 to 9.5 percent per decade.

Based on trend projections for Kenly and Beulah Township, and on the amount of undeveloped residential land within existing Kenly town limits, the following projections will be used for subsequent plan proposals in the Kenly planning area. Naturally, any future annexations would affect the proportion of growth allocated to the Town of Kenly itself.

TABLE 4

PLANNING PROJECTIONS, 1973 - 1990
TOWN OF KENLY AND KENLY PLANNING AREA

	Current Population (Jan. 1973)	1980	1990
Town of Kenly	1,370	1,450	1,600
Planning Area	1,850	2,030	2,380

Source: DCS staff

ECONOMY

A knowledge of Kenly's economic character and trends is important for determining future goals and growth objectives. Items such as employment trends, income, labor supply, skill levels, and retail sales are useful indicators of economic strengths and weaknesses, which in turn can be used to suggest ways of strengthening the local economy.

As is true with many other types of data, economic data often are aggregated at the county level and are difficult or impossible to disaggregate below that geographic level. Wherever possible, data and comments will be presented for the Town of Kenly, but in many instances inferences can only be drawn from county data.

Regional Influences

The Town of Kenly, as a member of Triangle J Council of Governments, is part of one of the fastest growing economic regions in the state. Geographically, the triangle region is advantageously located for marketing products to the densely populated eastern seaboard. Recent industrial growth in Johnston County is indicative of locational characteristics, such as I-95 and proximity to three major universities, which attract large nationally-known firms to the area. Decisions by the Johnston County Board of Commissioners to extend major water lines along I-95 as the nucleus of a county-wide water system should do much to encourage future industrial expansion and growth.

Labor Force

The Johnston County labor force in 1970 was composed of 15,489 males 16 years old and over, and 9,894 females in the same age category. This total of 25,383 includes people actively seeking employment as well as those actually employed (work force). The 1970 work force in 1971 was 24,590, down from the 1970 figure of 24,700. There are approximately 460 Johnston County high school graduates entering the labor force annually; about 1,400 additional persons are considered "recruitable labor for industrial development" by the North Carolina Employment Security Commission. Unemployment decreased from 5.1 percent in 1960 to 4.2 percent in 1970.

A significant increase took place between 1960 and 1970 in terms of percent of employed persons in manufacturing industries. In 1960, 17.9 percent of the work force was engaged in manufacturing industries; by 1970 the figure was 26.2 percent which, although short of the 35.5 percent figure statewide, indicated positive economic growth. This growth was reflected in family incomes. In 1960, Johnston County had a median family income of $2,469, but by 1970 it had risen to $6,023, an increase of 143.9 percent. Although still short of the 1970 median family income for the state of North Carolina ($7,774), the percent increase from 1960 to 1970 was more dramatic (143.9 percent versus 96.5 percent).

Table 5 shows which industry types Johnston County residents were employed by in 1960 and 1970. One of the startling changes is the drastic decrease in agricultural workers over that decade, from 6,846 in 1960 to 3,622 in 1970. Manufacturing employment showed an opposite trend, increasing from 17.9 percent of the work force in 1960 to 26.2 percent in 1970. One particularly encouraging trend is the large increase in durable goods manufacturing. Between 1960 and 1970, the number of workers employed in durable goods manufacturing increased 145.2 percent from 985 to 2415. Over the same time period nondurable goods manufacturing employed an additional 43.0 percent persons. Since durable goods manufacturing usually pay higher wages than nondurable goods manufacturing all the people in the county benefit through higher wages and higher disposable incomes, thus resulting in a higher standard of living.

TABLE 5

INDUSTRY OF EMPLOYED PERSONS, 1960 - 1970
JOHNSTON COUNTY

INDUSTRY TYPE	NUMBER 1960	PERCENT 1960	NUMBER 1970	PERCENT 1970
Total Employed	20,989	100.0	24,303	100.0
Agriculture	6,846	32.6	3,622	14.9
Mining	11	0.1	34	0.4
Construction	1,694	8.1	2,656	10.9
Manufacturing	3,749	17.9	6,367	26.2
Furniture & Lumber & Wood Products	560	2.7	498	2.0
Metal Industries	53	0.2	159	0.6

TABLE 5 (con't)

INDUSTRY TYPE	NUMBER 1960	PERCENT 1960	NUMBER 1970	PERCENT 1970
Machinery	315	1.5	1,449	6.0
Transportation Equipment	12	0.1	73	0.3
Other Durable Goods	45	0.2	236	1.0
Food and Kindred Products	513	2.4	532	2.2
Textile and Apparel Products	1,845	8.8	2,874	11.8
Printing, Publishing and Allied Ind.	119	0.6	152	0.6
Other Nondurable Goods	287	1.4	394	1.6
Railroad and Railway Express Service	104	0.5	49	0.2
Other Transportation	239	1.1	349	1.4
Communications, Utilities and Sanitary Service	243	1.2	500	2.6
Wholesale Trade	587	2.8	779	3.2
Eating and Drinking Places	373	1.8	392	1.6
Other Retail Trade	2,558	12.2	3,211	13.2
Financial, Business and Repair Services	685	3.3	1,158	4.8
Private Households	940	4.5	618	2.5
Other Personal Service	553	2.6	783	3.2
Hospitals	179	0.8	546	2.2
Educational Service	1,027	4.9	1,555	6.4
Other Professional and Related Services	351	1.7	537	2.2
Public Administration	486	2.3	889	3.7

SOURCE: U. S. Census of Population, 1960-1970.

NOTE: Percentages may not total 100 percent due to rounding.

Industry

As mentioned previously, manufacturing is increasing in importance in Johnston County as the economy shifts from an agrarian base to an industrial and service base. According to the Directory of North Carolina Manufacturing Firms, there are now 67 manufacturing firms in Johnston County, of which 6 are located in

TABLE 3 (cont'd)

INDUSTRY TYPE	NUMBER 1960	PERCENT 1960	NUMBER 1970	PERCENT 1970
Machinery	323	1.5	1,662	6.0
Transportation Equipment	12	0.1	77	0.3
Other Durable Goods	43	0.2	529	1.9
Food and Kindred Products	373	1.4	572	2.2
Textile and Apparel				
Products	1,885	8.8	3,074	11.0
Printing, Publishing and				
Allied Ind.	110	0.5	155	0.5
Other Nondurable Goods	207	1.4	398	1.4
Metalmor and Welding				
Especial Metals	104	0.5	49	0.2
Other Transportation	219	1.1	389	1.4
Communications, Utilities				
and Sanitary Service	103	1.2	800	2.9
Wholesale Trade	387	2.8	779	2.8
Eating and Drinking Places	273	1.0	392	1.4
Other Retail Trade	2,700	12.2	3,211	12.2
Finance, Insurance and				
Rental Service	685	4.3	1,159	4.4
Private Households	940	4.5	816	3.1
Other Professional Serv.	553	2.6	705	2.5
Educational Service				
Related Services	191	1.7	537	2.2
Public Administration	180	2.2	680	2.7

SOURCE: U. S. Census of Population, 1960-1970.

NOTE: Percentages may not total 100 percent due to rounding.

Industry

As mentioned previously, manufacturing is increasing in importance in Johnson County as the economy shifts from an agriculture base to an industrial and service base. According to the Directory of North Central Missouri Manufacturing Firms, there are now 67 manufacturing firms in Johnson County, of which 6 are located in

the Kenly area. At least 13 of the plants in the county were established since 1960 (there may be more, however, since the date established was not listed for all firms in the directory).

Manufacturing firms in the Kenly area include Buckhorn Garment Company, Inc. (established 1965; product: children's dresses), Overton Company (established 1969; products: tobacco hogsheads and cases, components for modular housing, industrial shipping containers, furniture parts, plywood; employees: 125 male, 75 female), Johnson and Johnson Apparel (established 1967; product: apparel; employees: 5 male, 55 female), Kenly Manufacturing Company (established 1965; product: ladies dresses; employees: 15 male, 85 female), Petroleum Tank Company (established 1960; product: L.P. tanks; employees: 25 male, 2 female), L. C. Wilkinson and Sons (established 1915; products: lumber products, building supplies, hardware, points, plumbing and electrical supplies).

Since more females than males are employed by manufacturing firms in the Kenly area, there may be a shortage of employment opportunities for males seeking work in that area. The Kenly Development Corporation has been formed to encourage and assist potential industrial developers. The corporation can assist financially in construction of industrial buildings, and local banks are also available for financial assistance. Working closely through the Commerce and Industry Division, North Carolina Department of Natural and Economic Resources, the Development Corporation holds the key to future strengthening of Kenly's economic base.

Trade

Retail trade in Kenly is tied closely to general economic development in Johnston County, since greater disposable incomes mean higher per capita sales. In Johnston County, retail sales have increased 83 percent between fiscal years 1964-65 and 1971-72, according to figures released by the North Carolina Department of Revenue. The largest categorical increase (222 percent) over that time period occurred in building materials sales, which reflects capital investment growth county-wide.

Retail trade growth in Kenly will be very much dependent on the ability of local merchants to increase their trade area boundaries. With larger cities such as Wilson, Smithfield, and Goldsboro within easy commuting distance from Kenly, local merchants will have to be innovative and aggressive in capturing their share of market potential. This may have to include improving the business district appearance and providing additional off-street parking as amenities to attract additional local shoppers.

NATURAL ENVIRONMENT

Climate

Kenly is centrally located between the piedmont and coastal plain physiographic provinces and reflects climatic characteristics common to both regions.

Johnston County has average temperatures ranging near 80°F in July and 45°F in January. Below freezing early morning temperatures are frequent from mid-November through mid-March. Average annual precipitation in Johnston County ranges from 44 to 48 inches. Measurable snow is common once or twice a year during an average winter. Prevailing winds are from the southwest most of the year, but change to the northeast in September and October.

Surface and Ground Water

Most public and domestic water supplies in Johnston County are obtained from wells, and this holds true for Kenly. Most domestic wells are dug or bored, whereas municipal wells are drilled. Of the eight municipal water systems in Johnston County, seven are supplied by wells.

The Town of Kenly has five municipal wells, however, one is not used due to high iron content. The wells are cased in slate, which is reached at a depth of about 40 feet. Total yield of these wells ranges from 230 to 300 gallons per minute.

The closest surface water supply is the Little River, 3.7 miles west of Kenly. Entirely within the Neuse River

NATURAL ENVIRONMENT

Climate

Monty is centrally located between the piedmont and coastal plain physiographic provinces and reflects climatic characteristics common to both regions.

Johnston County has average temperatures ranging near 80°F in July and 42°F in January. Below freezing daily morning temperatures are frequent from mid-December through mid-March. Average annual precipitation in Johnston County ranges from 44 to 48 inches. Measurable snow is common once or twice a year totaling an average winter. Prevailing winds are from the southwest most of the year, but change to the northeast in September and October.

Surface and Ground Water

Most public and domestic water supplies in Johnston County are obtained from wells, and this holds true for Monty. Most domestic wells are dug or bored, whereas commercial wells are drilled. Of the eight municipal water systems in Johnston County, seven are supplied by wells.

The Town of Monty has five municipal wells, however, one is not used due to high iron content. The wells are cased to slate, which is reached at a depth of about 40 feet. Total yield of these wells ranges from 230 to 300 gallons per minute.

The closest surface water supply is the Little River, 3.7 miles west of Monty. Entirely within the Neuse River

Basin, the Little River basin encompasses about 190 square miles of land area.

Soils

Soils are one of the most important determinants of where urban growth should and should not occur. Soil maps and interpretive reports can provide useful information in guiding sound subdivision layout and design, highway location and design, park and open space systems, and many other planning objectives.

The Soil Conservation Service is currently undertaking a soil survey of Johnston County. Field work for the Kenly area has been completed, but unfortunately is not yet available in a form which could be included in this development plan. It is strongly recommended that Kenly officials and developers get these maps and interpretive reports from SCS officials in Smithfield as soon as they are available. This information can be used locally to refine general proposals in the town's development plan.

LAND USE

Existing Land Uses

Existing land uses in Kenly and the Kenly planning area are shown in tabular form in Table 6, and graphically on Map 2. They are classified according to the U. S. Department of Transportation's Standard Land Use Coding Manual.

TABLE 6

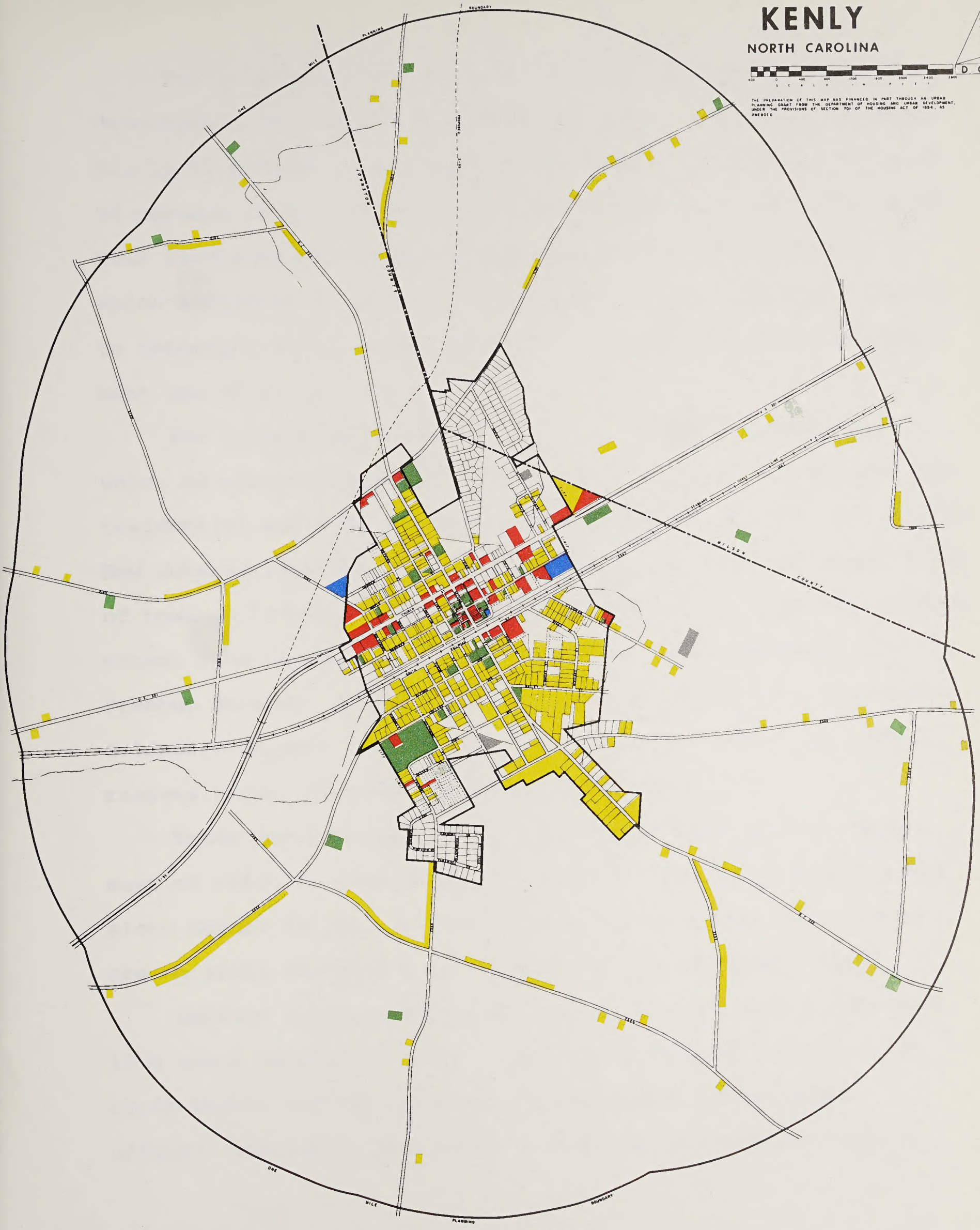
EXISTING LAND USE, JANUARY 1973
TOWN OF KENLY AND KENLY PLANNING AREA

LAND USE	ACRES INSIDE TOWN	PERCENT OF TOTAL ACRES INSIDE TOWN	ACRES OUTSIDE TOWN	PERCENT OF TOTAL ACRES OUTSIDE TOWN	TOTAL ACRES IN PLANNING AREA	PERCENT OF TOTAL ACRES IN PLANNING AREA
Residential	133.2	27.7	71.5	1.6	204.7	4.2
Single-Family	130.1	27.0	71.5	1.6	201.6	4.1
Multi-Family	3.1	.7	--	--	3.1	.1
Trade	23.6	4.9	--	--	23.6	.4
Service	19.5	4.0	15.0	.3	34.5	.7
Cultural, Entertainment, Recreation	2.2	.4	1.1	.1	3.3	.1
Manufacturing	3.8	.7	3.3	.1	7.1	.1
Transportation, Communication, and Utilities	106.9	22.2	207.5	4.1	314.4	6.2
Resource Production and Extraction	--	--	--	--	--	--
TOTAL DEVELOPED LAND	289.2	59.9	289.4	6.9	587.6	12.2
Undeveloped and Vacant Land	191.2	39.8	4,032.0	93.1	4,223.2	87.8
TOTAL ACRES	480.4	100.0	4,329.4	100.0	4,809.8	100.0

Source: DCS Survey
Note--Individual items may not add to totals due to rounding.

KENLY

NORTH CAROLINA


NORTH
D C S
SCALE IN FEET
ONE MILE PLANNING BOUNDARY
JOHNSTON COUNTY
WILSON COUNTY
CITY LIMITS
CORPORATE LIMITS
U.S. 301
I-95
N.C. 222
N.C. 581
N.C. 97
N.C. 111
N.C. 58
N.C. 222
N.C. 97
N.C. 111
N.C. 58
N.C. 581

The largest single land use category is "vacant and undeveloped", both in the Town of Kenly and in the planning area. Nearly 40 percent of the land area in Kenly is vacant, and over 93 percent in the planning area outside of Kenly is undeveloped. When finalized soils maps of the Kenly area are available, which should be in the very near future, they should be utilized to determine which vacant areas are suitable for urban development and which are not.

The largest developed land use category is residential, which is composed primarily of single-family units. Very little residential building activity is observed outside the town limits. New subdivisions are being developed on the north and south sides of town on highways 1100 and 2344 respectively. Numerous platted vacant lots can be found to the south, between Goldsboro and Fremont Streets, and to the north where Darden Street intersects Goldsboro Street. Poor soils and high water tables are likely reasons these areas have remained undeveloped.

Trade accounts for 23.6 acres of developed land in Kenly, most of which is located in the Central Business District (CBD) along Second Street, and also along U. S. Highway 301. There are no areas classified as "trade" outside the town limits.

Service uses encompass 19.5 acres of land inside town and 15.0 acres outside of town. Uses classified as "service" include beauty and barber shops, laundromats, professional offices, government and public buildings (including schools),

and cemeteries, among others. Many of the service uses are scattered among the retail trade areas in the CBD.

Very little land is devoted to cultural, entertainment, and recreation uses. Included inside town is a private swimming pool and public library; outside of town a roller skating rink is located on U. S. 301 towards Wilson.

Manufacturing uses inside town include the gas tank plant at Sixth and Garner Streets, and a Kenly manufacturing warehouse next to the railroad depot. Kenly Manufacturing is located just outside the town limits on Highway 2167 (Goldsboro Street).

Transportation, communication and utilities account for the highest acreage category outside of town and the second highest in town. The 22.2 percent of total acres in Kenly devoted to this use, most of which is street and railroad right-of-way, is about average for communities in North Carolina.

Land Use Problems

Central among land use problems in Kenly is substandard housing, as is the case with many other North Carolina communities. Housing conditions in Kenly planning area were noted in the land use survey conducted in January 1973. These conditions, shown in tabular form in Table 7 and graphically in Map 3, cannot be readily compared with previous housing condition surveys so trends are not discernible. However it is useful to look at housing conditions at this point in time. Criteria used in evaluating dwelling units are noted in the table.

TABLE 7

HOUSING CONDITIONS, JANUARY 1973
TOWN OF KENLY AND KENLY PLANNING AREA

Condition	Number, Inside Town	Percent, Inside Town	Number, Outside Town	Percent, Outside Town	Number Total PL Area	Percent of Total
Sound (1)	267	56.6	86	52.8	353	55.6
Deteriorating (2)	86	18.2	25	15.3	111	17.5
Dilapidated (3)	56	11.9	21	12.9	77	12.1
Trailer	47	9.9	18	11.0	65	10.2
Vacant	16	3.4	13	8.0	29	4.6
Total	472	100.0	163	100.0	635	100.0

Source: DCS Survey

Note: Only Single-Family occupied dwellings evaluated

(1) Sound -- No visible defects, or only slight defects normally corrected during regular maintenance.

(2) Deteriorating -- One or more defects which require more than "normal" maintenance, such as missing shingles, sagging porch, etc.

(3) Dilapidated -- Severe structural defects which render the dwelling uneconomically repairable. Does not provide safe and adequate shelter.

Most of the substandard housing in the planning area is within the Town of Kenly itself. In Kenly, 18.2 percent of the units are "deteriorating" and 11.9 percent "dilapidated", while the corresponding figures outside of town are 15.3 percent and 12.9 percent. Nearly ten percent of Kenly's housing stock is composed of mobile homes. These range in condition from good to

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NOTE: DATA STUDY-TEMITA OCCURRED SMETTIMOR EAYINGED
SOURCE: DCS SURVEY

CONDITION	SOND TUNTOR MMMEED'	SOND TUNTOR ZOOCENT'	SOND OMTETGO MMOPOT'	SOND OMTETGO ENTCENT'	TEYEEN ZOCET MMMOPOT	TO ZOCET MMMOPOT TEYEEOC
Sonud (1)	103	5'45	98	5'55	555	9'55
Dereetocteretud (2)	98	5'81	55	5'51	111	5'55
Ditebtqeteg (3)	95	0'11	31	8'51	44	1'51
Atetbie (4)	41	6'6	18	0'11	59	10'5
Ayosnut	91	3'4	13	8'0	52	4'0
Zoeet	415	100'0	193	100'0	579	100'0

TABLE 3
SOME OF MEMTA AND MEMTA LIMMEEDTO VAEE
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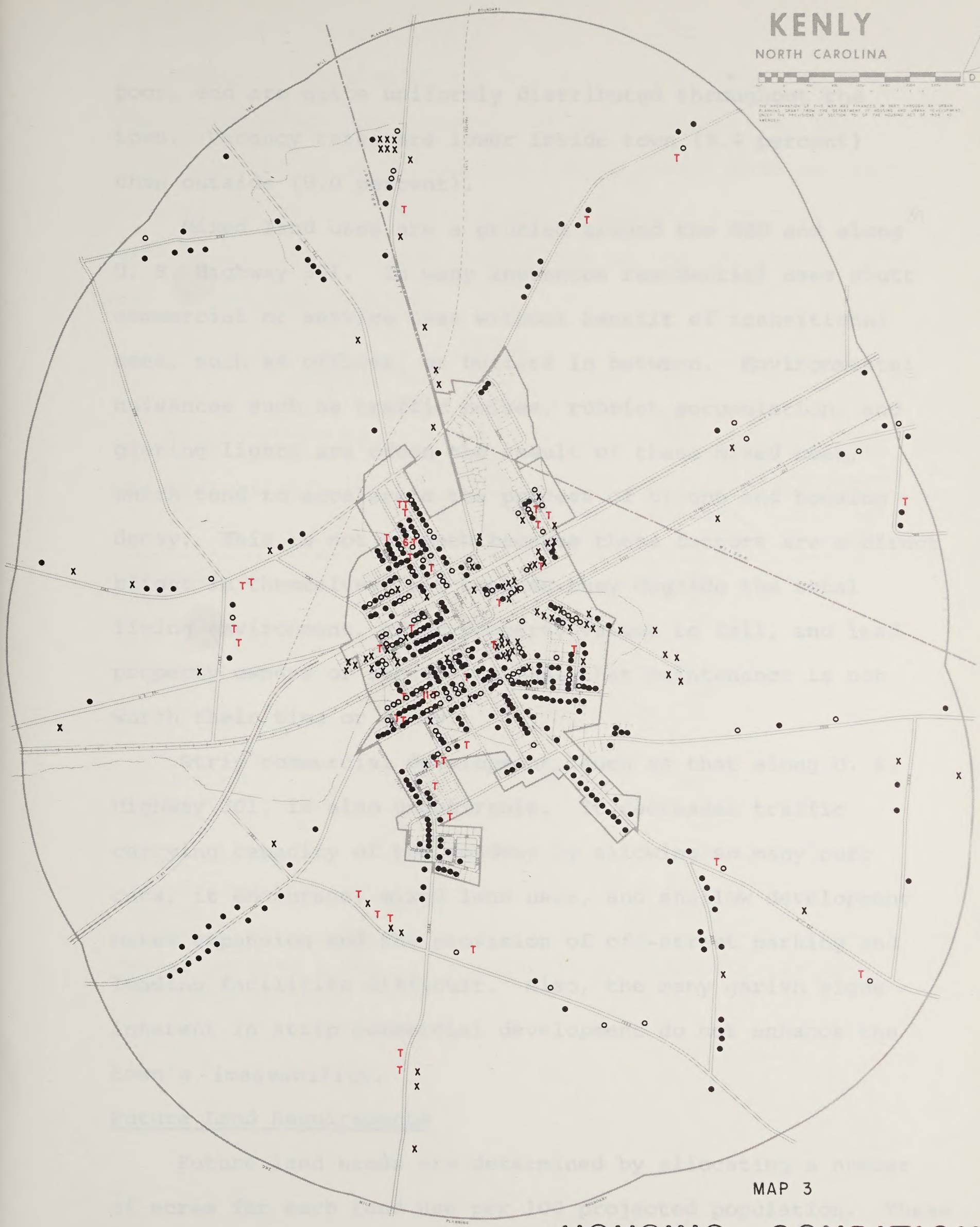


MAP 3

HOUSING CONDITIONS

- ● STANDARD
- ○ DETERIORATING
- X DILAPIDATED
- T MOBILE HOMES

poor, and are quite uniformly distributed throughout the town. Vacancy rates are lower inside town (3.4 percent) than outside (8.0 percent).

Mixed land uses are a problem around the CBD and along U. S. Highway 301. In many instances residential uses abutt commercial or service uses without benefit of transitional uses, such as offices, or buffers in between. Environmental nuisances such as traffic noises, rubbish accumulation, and glaring lights are often the result of these mixed uses, which tend to accelerate the process of blight and housing decay. This is not so much because these factors are a direct blight in themselves, but because they degrade the total living environment, cause property values to fall, and lead property owners or renters to feel that maintenance is not worth their time or money.

Strip commercial development, such as that along U. S. Highway 301, is also undesirable. It decreases traffic carrying capacity of the roadway by allowing so many curb cuts, it encourages mixed land uses, and shallow development makes expansion and the provision of off-street parking and loading facilities difficult. Also, the many garish signs inherent in strip commercial development do not enhance the town's imageability.

Future Land Requirements

Future land needs are determined by allocating a number of acres for each land use per 100 projected population. These

projections, tempered by the kinds of growth the community should encourage and promote, are quite subjective, and should be viewed as a general estimate rather than an exact forecast of future needs. Shown in tabular form below, these projections are depicted graphically on the development plan map in the next section.

TABLE 8
FUTURE LAND REQUIREMENTS, 1990
KENLY PLANNING AREA

Land Use Classification	Kenly Planning Area (1973) Developed Acres	Kenly Planning Area (1973) Developed Acres Per 100 Popul.	Kenly Planning Area (1990) Developed Acres*	Kenly Planning Area (1990) Developed Acres Per 100 Popul.	Addt'l. Acres Required (1973-90)
Residential	204.7	11.0	297	12.5	92
Trade	23.6	1.2	47	2.0	24
Services	34.5	1.8	47	2.0	13
Cultural, Entertainment, Recreation	3.3	0.1	23	1.0	20
Manufacturing	7.1	0.3	59	2.5	52
Transportation, Communication, Utilities	314.4	16.9	404	17.0	90
Resource Production and Extraction	--	--	--	--	
Total Developed	587.6	31.7	880	37.0	293
Undeveloped and Vacant	4,223.2		3,929		

*Based on 1990 projected population of 2,380 for the Kenly planning area.

COMMUNITY FACILITIES

Administrative Services

The Town of Kenly has a mayor-council form of government, with the mayor elected for a 2-year term and five town board members elected to 4-year staggered terms. Nine full-time and two part-time employees staff the clerk's office, plus the three operating departments (police, street and water, and sanitation).

Town hall is located on Second Street, one block south of U. S. Highway 301. The main part of the structure was erected in 1946, and a fire department addition was completed in 1959. Remodeling is now being done to the town board meeting room and the clerk's office. The police department and jail are also located in this building. Some off-street parking is available in the rear of the building. A maintenance garage is also located in the rear.

Currently, the town's budget, including general fund, water and sewer fund, and debt service fund, is $177,000. This is an increase of $19,337, or 12.3 percent, over the 1971-72 budget. The tax rate is $1.53 on an assessed valuation of $3,224,939. Table 9 below shows the town budget, tax rate, and assessed valuation for the past four years.

TABLE 9

FINANCIAL DATA, 1969 - 1972
TOWN OF KENLY

	Town Budget*	Assessed Valuation	Tax Rate
1972-73	$177,000.00	$3,224,939.00	$1.53
1971-72	157,663.00	3,010,007.00	1.53
1970-71	109,623.00	2,750,000.00	1.47
1969-70	115,033.85	2,649,040.00	1.47

Source: Town of Kenly

*Includes general fund, water and sewer fund, and debt service

Public Safety

Law Enforcement

The Kenly police department is staffed by four full-time officers, including the chief. Protection is provided 24 hours per day, with patrolmen working 8-hour shifts. Coordination is maintained with the Johnston County Sheriff's Department, particularly in regard to communications. Currently there is only one-way communication with the sheriff's department (outgoing from Kenly), but plans are now being formulated to make it a two-way system. The department has one patrol vehicle, a 1972 Ford. According to the chief, there are no particular law enforcement problems in Kenly.

There has been some discussion recently of a county-wide police force for Johnston County. The proposed force would have 75 to 80 men with at least one patrolman on duty in all

sections of the county, rural and urban, 24 hours a day. A county-wide force would replace existing municipal police departments. Recommended by the Greater Smithfield-Selma Area Chamber of Commerce, the proposal has received support from some groups in the county, although county commissioners have viewed it with skepticism, thereby making short-range implementation unlikely.

Fire Protection

Kenly's fire department, staffed by 31 volunteers, is housed next to the town hall offices. One pumper company and one pumper-ladder company have three trucks in their inventory: a 1969 pumper with 750 gpm pump and 500 gallon booster tank, a 1963 pumper with 500 gpm pump and 750 gallon booster tank, and a 1949 pumper with 500 gpm pump and 1,100 gallon booster tank. Kenly's water system can provide 200 gpm fire flow at 60 pounds pressure.

Communication is provided through a 2-way interconnected countywide system. Alarms can be telephoned to the fire department, the chief's house, or Rains Auto Supply store in Kenly, or to the Smithfield communications center. The horn for alerting volunteers can be activated locally or in Smithfield.

Kenly has a fire insurance rating of 8. There is no fire prevention or home inspection program. The department answered 63 fire calls in 1972, and fire losses were estimated at $102,257.

The fire department also includes a rescue squad unit, financed partly by the town and Johnston County. Thirty-five rescue calls were answered in 1972, and four drowning victims were recovered.

Public Works

Water System

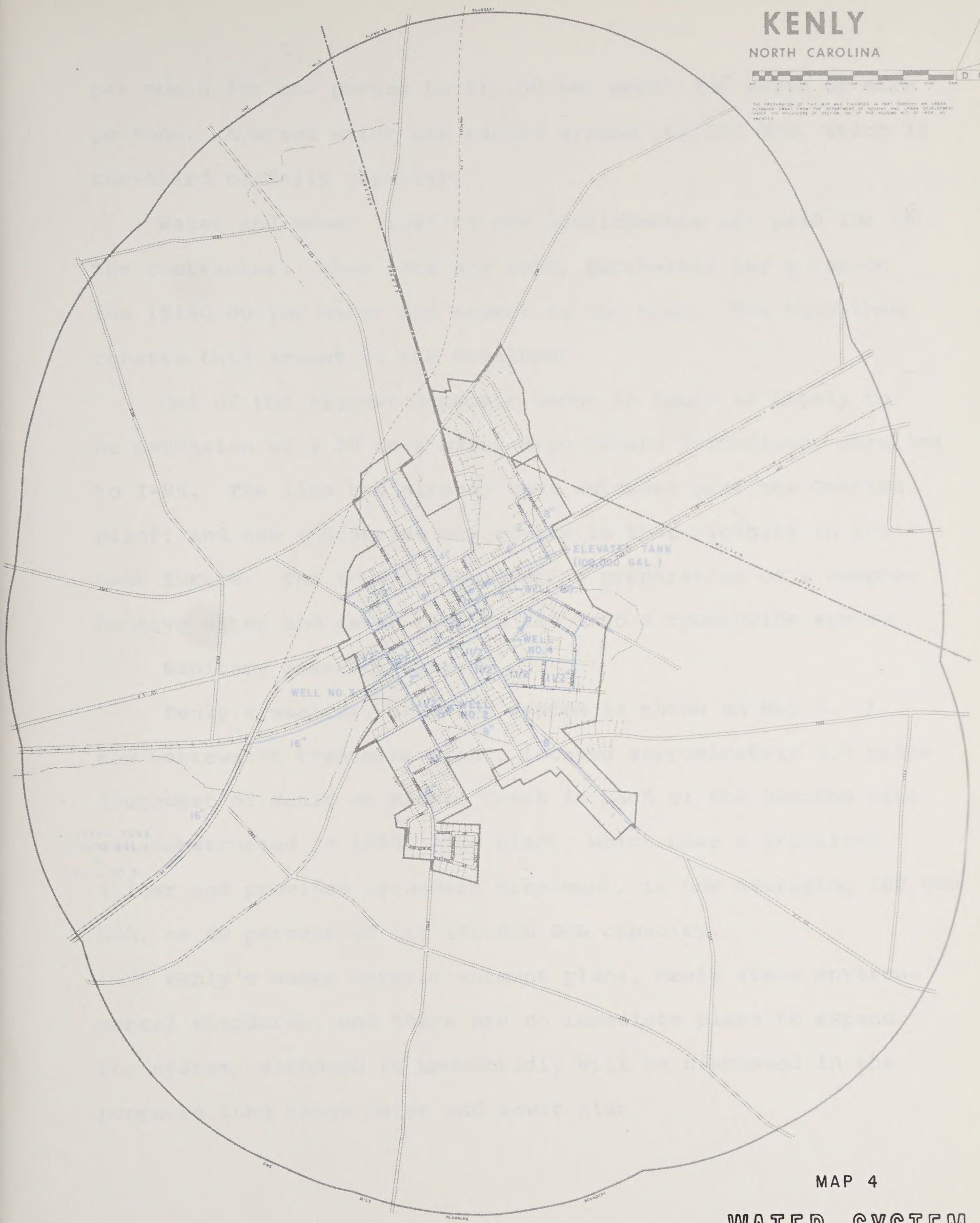
Kenly's municipal water system consists of five drilled wells and a distribution network. The system is shown on Map 4.

Of the five wells available for use, only four are now in operation. The well behind town hall has not been used for some time due to its high iron content. The four wells being used are as follows: North Railroad Street, 75-100 gpm; South Railroad Street, 50 gpm; library, 30-50 gpm; Overton, 75-100 gpm. Due also to high iron content, the well on North Railroad Street has recently been equipped with backwash filters to remove most of that iron. All wells have chlorine tanks available for treating the water, but none has had to be used to date. No other treatment is provided.

Total water storage is 300,000 gallons in two elevated tanks. A 100,000 gallon tank is located behind town hall, and a 200,000 gallon tank on the Overton Plant site. Only commercial users are metered; large commercial users of water include Overton, Robo Car Wash, Kenly Manufacturing, and the washerette. Residential users are charged a flat rate based on the number of people in the household, ranging from $5.50

KENLY

NORTH CAROLINA



MAP 4

WATER SYSTEM

EXISTING LINES

NOTES: (1) Line sizes, where not otherwise noted, are six inches.

(2) Some smaller lines may parallel those shown on map.

per month for one person to $11.00 per month for seven or more persons. Average water use ranges around 100,000 GPD, which is one-third of daily capacity.

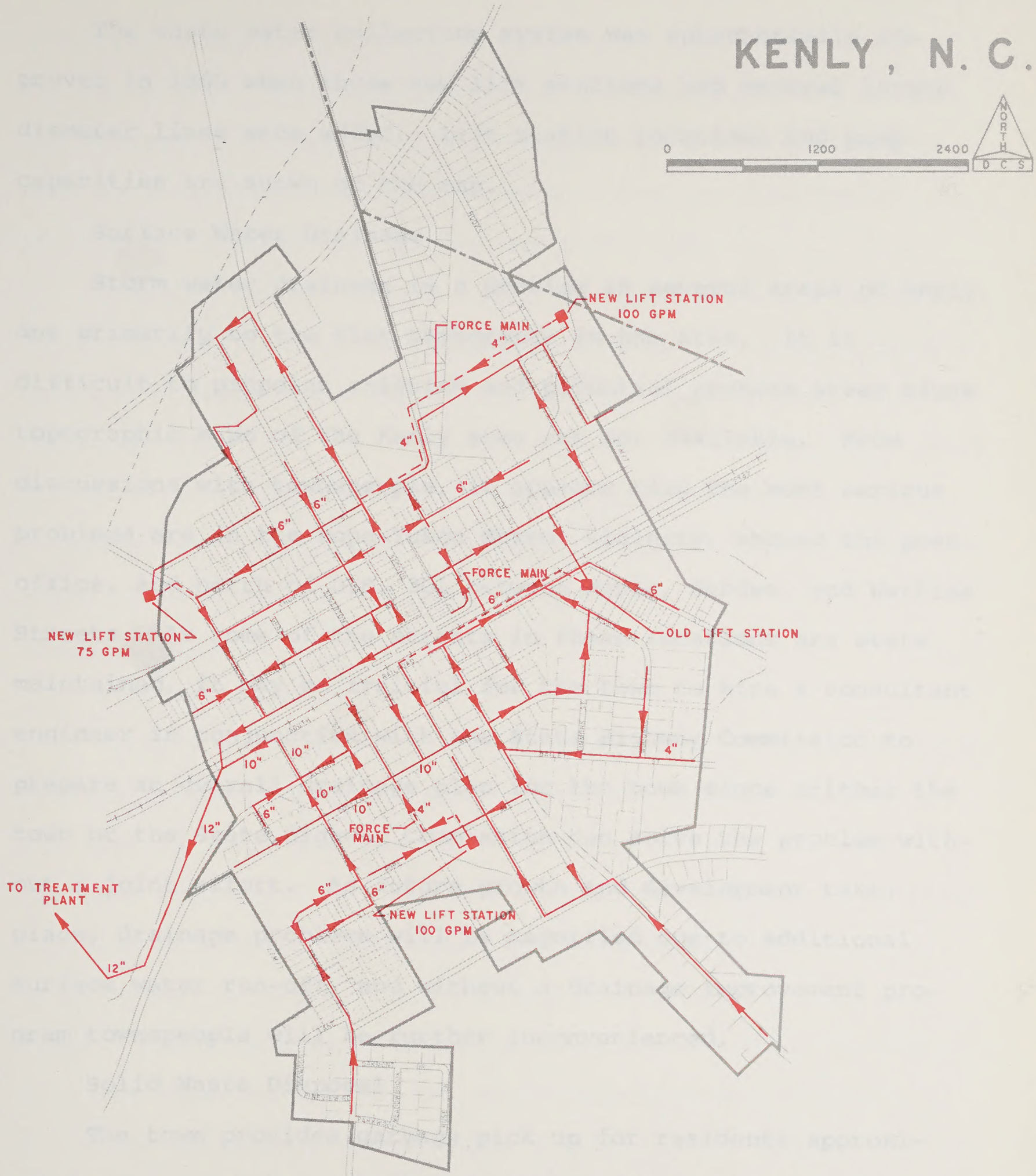
Water and sewer lines to new developments are paid for by the contractor. When lots are sold, purchasers pay a tap-on fee ($140.00 for water and sewer) to the town. The town then rebates this amount to the developer.

One of the biggest economic boons to Kenly is likely to be extension of a 16 inch water main toward Smithfield, parallel to I-95. The line has already been extended past the Overton plant, and new industries may locate in that vicinity in the near future. The town is considering preparation of a comprehensive water and sewer plan to fit into a countywide system

Sanitary Sewerage System

Kenly's sanitary sewerage system is shown on Map 5. A new wastewater treatment plant, located approximately 1.5 miles southwest of Kenly on Middle Creek in back of the Overton site, was constructed in 1969. The plant, which uses a trickling filter and provides secondary treatment, is now averaging 100,000 GPD, or 40 percent of its 250,000 GPD capacity.

Kenly's waste water treatment plant, meets state environmental standards, and there are no immediate plans to expand the system, although it undoubtedly will be discussed in the proposed long range water and sewer plan.



MAP 5

SANITARY SEWERAGE SYSTEM

6" EXISTING SEWER LINES

NOTE: Line sizes not noted are eight inches

The waste water collection system was substantially improved in 1969 when three new lift stations and several larger diameter lines were added. Lift station locations and pump capacities are shown on the map.

Surface Water Drainage

Storm water drainage is a problem in several areas of Kenly, due primarily to the flat topography in the area. It is difficult to pinpoint existing and potential problem areas since topographic maps of the Kenly area are not available. From discussions with townspeople, it appears that the most serious problems are in the Pope-Yukon Street vicinity, around the post office, and north of U.S. 301 between Maple, Darden, and Watkins Streets. As some of the streets in these locations are state maintained, it may be fruitful for the town to hire a consultant engineer in conjunction with the State Highway Commission to prepare an overall drainage plan for the town since neither the town or the State Highway Commission can solve the problem without a joint effort. As future growth and development takes place, drainage problems will be magnified due to additional surface water run-off, and without a drainage improvement program townspeople will be further inconvenienced.

Solid Waste Disposal

The town provides garbage pick up for residents approximately once a week. A 1968 Ford F-600 truck with packer is manned by two full-time personnel for this service. Kenly is

presently using an open dump, located just east of the town limits on South Railroad Street, for disposal. The burning permit has not been renewed by the state since the dump does not meet environmental standards, however fires are frequently started by unauthorized persons using the dump.

Johnston County is also having problems with its landfill and is currently exploring alternative means of instituting a countywide solid waste disposal program. Kenly should encourage such a program, and should join in it as soon as possible. Also, the once-weekly collection provided by the town may not be adequate, particularly in hot summer months, and steps should be taken to make collections more frequent.

Transportation

Streets and Highways

Kenly's road network can be divided into two major classifications -- town maintained roads and state maintained roads. The Town of Kenly maintains 8.76 miles of streets, for which they are reimbursed by the state through Powell Bill allocations. Of these 8.76 miles, 1.54 miles are unsurfaced, 0.91 miles are soil, stone, or gravel surfaced, and 6.31 miles are hard surfaced. State maintained roads in Kenly and the Kenly planning area are shown on Map 6. The state maintains approximately 4.3 miles of roadway within Kenly's town limits, and 18.1 miles of roadway in the Kenly planning area outside the town limits. Town streets are maintained by two men in the street and water department under supervision of the police chief.

Introduction

Kenya's road network can be divided into two major classifications -- road networks and area networks. Road networks are designed for the purpose of transporting people and goods from one place to another. Area networks are designed for the purpose of providing access to the various facilities and services. The road network is made up of the following classes of roads: Class A, Class B, Class C, Class D, Class E, Class F, Class G, Class H, Class I, Class J, Class K, Class L, Class M, Class N, Class O, Class P, Class Q, Class R, Class S, Class T, Class U, Class V, Class W, Class X, Class Y, Class Z, Class AA, Class AB, Class AC, Class AD, Class AE, Class AF, Class AG, Class AH, Class AI, Class AJ, Class AK, Class AL, Class AM, Class AN, Class AO, Class AP, Class AQ, Class AR, Class AS, Class AT, Class AU, Class AV, Class AW, Class AX, Class AY, Class AZ, Class BA, Class BB, Class BC, Class BD, Class BE, Class BF, Class BG, Class BH, Class BI, Class BJ, Class BK, Class BL, Class BM, Class BN, Class BO, Class BP, Class BQ, Class BR, Class BS, Class BT, Class BU, Class BV, Class BW, Class BX, Class BY, Class BZ, Class CA, Class CB, Class CC, Class CD, Class CE, Class CF, Class CG, Class CH, Class CI, Class CJ, Class CK, Class CL, Class CM, Class CN, Class CO, Class CP, Class CQ, Class CR, Class CS, Class CT, Class CU, Class CV, Class CW, Class CX, Class CY, Class CZ, Class DA, Class DB, Class DC, Class DD, Class DE, Class DF, Class DG, Class DH, Class DI, Class DJ, Class DK, Class DL, Class DM, Class DN, Class DO, Class DP, Class DQ, Class DR, Class DS, Class DT, Class DU, Class DV, Class DW, Class DX, Class DY, Class DZ, Class EA, Class EB, Class EC, Class ED, Class EE, Class EF, Class EG, Class EH, Class EI, Class EJ, Class EK, Class EL, Class EM, Class EN, Class EO, Class EP, Class EQ, Class ER, Class ES, Class ET, Class EU, Class EV, Class EW, Class EX, Class EY, Class EZ, Class FA, Class FB, Class FC, Class FD, Class FE, Class FF, Class FG, Class FH, Class FI, Class FJ, Class FK, Class FL, Class FM, Class FN, Class FO, Class FP, Class FQ, Class FR, Class FS, Class FT, Class FU, Class FV, Class FW, Class FX, Class FY, Class FZ, Class GA, Class GB, Class GC, Class GD, Class GE, Class GF, Class GG, Class GH, Class GI, Class GJ, Class GK, Class GL, Class GM, Class GN, 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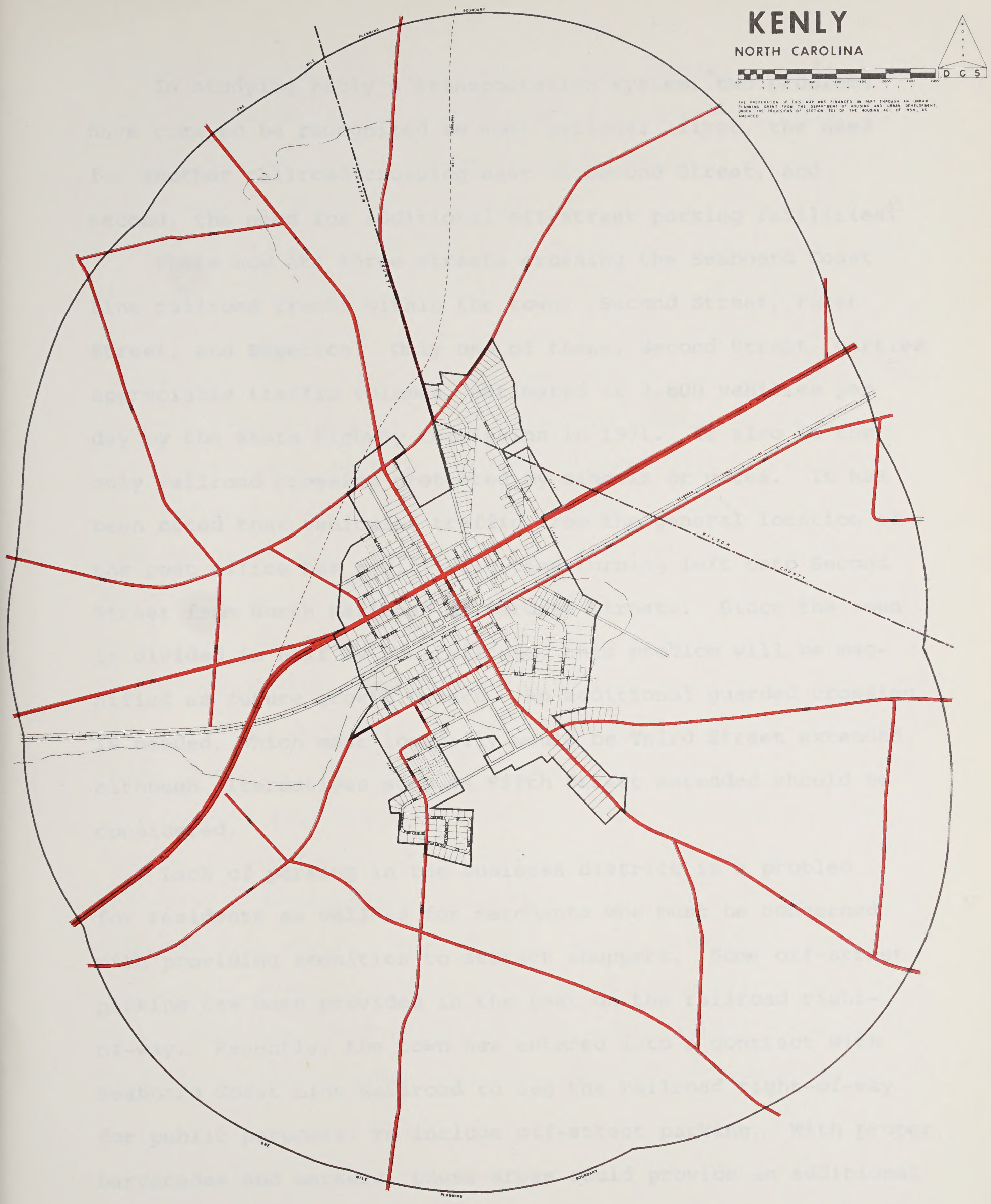


MAP 6

STREET SYSTEM

STATE MAINTAINED STREETS

In studying Kenly's transportation system, two problems have come to be recognized as most serious: first, the need for another railroad crossing east of Second Street, and second, the need for additional off-street parking facilities.

There now are three streets crossing the Seaboard Coast Line railroad tracks within the town: Second Street, First Street, and Edgerton. Only one of these, Second Street, carries appreciable traffic volumes, estimated at 3,800 vehicles per day by the State Highway Commission in 1971. It also is the only railroad crossing protected by signals or gates. It has been noted that vehicular traffic from the general location of the post office has a difficult time turning left onto Second Street from North Railroad or Gardner Streets. Since the town is divided in half by the railroad, this problem will be magnified as future growth occurs. An additional guarded crossing is needed, which most logically would be Third Street extended, although alternatives such as Fifth Street extended should be considered.

Lack of parking in the business district is a problem for residents as well as for merchants who must be concerned with providing amenities to attract shoppers. Some off-street parking has been provided in the past on the railroad right-of-way. Recently, the town has entered into a contract with Seaboard Coast Line Railroad to use the railroad right-of-way for public purposes, to include off-street parking. With proper barracades and markers, these areas could provide an additional

66 parking spaces for public use. A plan showing how this could be implemented has been submitted to town officials.

One of the primary concerns for future traffic patterns and volumes in Kenly is the impact of I-95. At the present time, I-95 terminates at Kenly and interstate traffic is routed along U. S. Highway 301 through Kenly north to Gold Rock (just north of Rocky Mount). Volume on U. S. 301 through Kenly was 12,800 vehicles per day in 1971, and undoubtedly is higher today. This has been a boon to highway oriented businesses such as gasoline service stations and restaurants located on U. S. 301, although very little of this through traffic patronizes downtown Kenly businesses. The proposed route of I-95 north of Kenly is shown on Map 6, and this right-of-way has already been purchased. The segment of I-95 between Kenly and Gold Rock is to be completed in four segments, and construction may begin sometime in 1973. A minimum of four years will be needed to complete these segments. The only interchange in the Kenly area will be that one now existing at the Overton plant just west of town. Highway 42, approximately 10 miles north, will be the next interchange constructed. According to highway officials, it is expected that volumes on U. S. 301 through Kenly will remain quite high, even after I-95 is completed. The reason for this is the need for local access to development likely to occur between Kenly and Wilson. Also, much of the northbound traffic to

Wilson itself will egress from I-95 at the Overton interchange and travel U. S. 301 to Wilson. Therefore, existing businesses on U. S. 301 may not be too adversely affected by the interstate completion.

Railroad

Kenly is served by the Seaboard Coast Line railroad, and approximately 15 freight trains per day go through the town. Piggyback service is available, with the nearest ramp point being in Wilson. A depot is located in Kenly at the intersection of North Railroad and Second Streets, however it is no longer used for railroad purposes.

Airport

The nearest commercial airport is located in Goldsboro, 22 road miles southeast of Kenly. This airport is served commercially only by Piedmont Airlines, with one flight daily. More extensive commercial service is available at Raleigh-Durham airport, approximately 55 miles from Kenly.

The Johnston County Airport Authority is now planning a new general aviation airport. Option has been taken on a 444 acre site located between Swift Creek and Reedy Branch, about one mile south of U. S. Highway 70 near Whitley Heights. Final purchase is pending approval by federal, state and county officials. This facility will not handle commercial flights, the closest facility of that type remaining in Goldsboro.

PART 2

THE DEVELOPMENT PLAN

THE DEVELOPMENT PLAN

Introduction

The basis of plan formulation if the planning process discussed in the beginning of this report. Background information summarized in the preceeding section provides essential information for Kenly to take stock of its existing condition -- its trends, problems and potentials. This information can now be used for recommendations to guide the town in achieving the types of growth and development it desires in the future.

Plan recommendations embodied in this report can be used for a number of purposes, both public and private. As a guide for public decision making, it should serve as the basic framework for writing the town's zoning ordinance, for establishing priorities in capital expenditures, for determining where annexation should be pursued, and a number of other factors discussed more fully in the "implementation" section. For the private sector, the plan is a statement, both verbal and graphic, of the town's adopted planning policies which should be carefully studied before making real estate investment decisions.

This plan should not be static, but should be used, updated and amended whenever necessary to meet changing conditions and needs. It should be emphasized that these plan recommendations are general in nature, and can be refined by town officials to adopt to special needs as they arise.

Development Goals

In the formulation of this plan the Planning Board has attempted to coordinate the needs and potentials of the planning area with good planning principles. To accomplish this, the comprehensive development plan strives to attain the following goals:

1) To provide for the efficient use of land by encouraging compact development requiring a minimum expenditure of public and private funds to provide this development with community facilities and services;

2) To arrange the various land uses so that they will be functional, visually pleasing and economically feasible;

3) To preserve suitable industrial and commercial sites in order to strengthen and expand the economic base of the town;

4) To develop a thoroughfare system that will provide for the safe, convenient and efficient movement of people and goods by providing for development of streets with specific functions in conjunction with the location of land uses;

5) To coordinate the development of the Kenly area with that of neighboring areas in Johnston and Wilson Counties;

6) To encourage the correction of problems such as deterioration and congestion, and to work toward the prevention of these and other blighting factors in the community in the future.

7) To allocate land resources wisely on the basis of available knowledge of soils and their capabilities, topography, and physiography.

Growth Determinants

Determinants of growth for the Town of Kenly are from two sources -- external and internal. External determinants, over which the Town of Kenly may have little or no control, include general economic conditions and trends, state and federal policies, and regional trends and policies. Internal determinants, on the other hand, include town policies for providing and extending public services and utilities, and the general attractiveness of the community as a place to live and to invest money; local people, of course, have substantially more control over thse internal factors.

External factors, though less responsive to local desires, should not be written off as uninfluensible. Some cannot be influenced locally, such as national economic trends, but others can and should be pursued rigorously. State policies can have a tremendous impact on the Kenly area, particularly decisions on where to locate major highways, recreation facilities, flood control projects, etc. Kenly officials should establish their own active "lobbying" campaign to let state officials, particularly legislators, know what the town's special needs are. This will be increasing important in years ahead if the state adopts an official statewide development policy. If some of the draft recommendations are adopted, the state will try to build an urban base in rural regions where these urban bases will support jobs-people-public services. Most public (state) investments under this

proposal would be directed towards areas with significant growth potential. Thus, it would be up to Kenly officials to convincingly argue that their town possesses this potential. The foundation for this argument can be laid in the next few years by progressive actions taken by the Town of Kenly.

Internal growth determinants are those over which the town has, for all practical purposes, absolute control. This control can be exercised through both the public sector and the private sector. Public controls are powerful tools for managing growth and development if properly utilized. For example, policies for extension of water and sewer services can inhibit or encourage growth, and can also dictate directions of growth. Likewise, policies on annexation can encourage growth and can change the town's image by dramatically increasing its population.

Private sector internal determinants may be just as important, or perhaps more so, than public sector decision making. Local developers and financial institutions are always looking for good investments, and if the community looks like it has substantial growth potential, they too are going to invest in that future.

Future Growth Patterns

Good growth and development which will be an asset to the entire community cannot be haphazard. It must be guided and directed to ensure that land use patterns will be functional, visually pleasing, and economical to provide with public services. Growth patterns should be determined by topography, soils, accessibility to related uses and public services, and relationship to existing land use patterns. Generally, the goal is to maximize environmental quality, mobility, and choice, while minimizing waste, inefficiency, environmental degradation, and other social, physical, and economical costs.

General guidelines, called "locational criteria", have been devised for each category of land use and provide the basis for selecting particular areas for future land use requirements. These locational criteria by land use cateogry will now be discussed, along with locations in the Kenly planning area which fulfill some or all of these requirements.

Manufacturing

Industrial firms have perhaps the most precise needs in terms of location, and for this reason prime industrial land is at a premium and should be preserved for this use. The following site selection criteria usually apply:

1. Sites should be located on land with a slope of preferably not more than five percent; few manufacturers are interested in sites requiring extensive, costly grading and similar site preparation activities.

2. Sites should be easily accessible for plant workers. Location near interconnecting major highways is imperative. This provides access for employees as well as transportation facilities for trucking. Certain types of industries require locations that have railroad, waterways, or airports, and sometimes combinations of these three.

3. Adequate utilities are needed, including water, sewer, and power.

4. Land area should incorporate adequate off-street parking and sufficient allowance for future plant expansions. This requirement generally necessitates that sites be at least 50 acres in size at a minimum.

5. Landscaping and buffer zones should be provided naturally (or by development) to separate industrial activity from other uses which might find routine operations, noise, traffic and other aspects of normal manufacturing objectionable.

6. Prevailing wind direction should be considered so that dissipation of smoke and odors can be accomplished with as little inconvenience as possible. Since prevailing winds are from the southwest, plant sites should ideally be located on the north or east sides of the town. However, "clean" plants could be to the south or west.

7. Characteristics of the soil should be known. There should be no underlying rock which would be expensive to excavate, and the soil should be sufficiently compact for at least normal load-bearing characteristics.

8. Prospective industrial sites should be protected from encroachment by other uses by zoning. Premature intrusion of residential subdivisions can ruin an area's desirability for manufacturing use.

Those areas designated "manufacturing" on the development plan map (Map 7) meet most of these criteria. One major unknown, however, is suitability of soils in these areas. This factor should be evaluated as soon as soil maps are available. A major advantage of the sites shown is of course availability of adequate water from the 16 inch line to Overton. Accessibility to I-95 is excellent. The northern site, as well as having good highway access, also has rail facilities available. The "service" uses shown east of the northern industrial site are for warehousing, which has many of the same locational needs as industry. These warehousing operations would also serve as a buffer between industry and residential areas east of I-95.

Trade

Nearly every community has evolved with a central shopping and office area at its center. Typically, CBD areas are characterized by a gridiron street pattern, inadequate parking, and conflict of automobile, pedestrian, and in many instances, railroad traffic.

The second stage in the evolution of typical commercial development is the movement of some uses to locations on arterial highways where stores are easier to reach by car and adequate parking can be provided because land is cheap (at least initially); limited "strip" commercial development can be

desirable for some types of trade activities provided proper controls are applied to insure that safe driveways are constructed and the commercial areas are distinct groupings of limited size rather than an infinite string.

The typical third stage in the evolution of commerce is the advent of the remote shopping center, frequently using an air-conditioned mall, providing ample parking and ease of access, along with unified architectural design. Such centers are generally classified as either neighborhood, community, or regional, according to their physical size and the retail market area upon which they draw.

Development in the Central Business District should generally adjere to the following principles:

1. It should have adequate ingress and egress for traffic. A loop street around the CBD should be provided to relieve vehicular congestion.

2. Provision should be made for off-street parking and off-street loading.

3. Provide adequate land for pedestrian ways and utilize green areas as a means of a buffering zone for adjoining incompatible land uses. This can also act as a means of beautifying the CBD.

4. Rear store areas should be improved by landscaping, and paved parking areas should have access to the loop street system.

New shopping centers of all sizes should generally adhere to the following criteria:

1. The site should be of sufficient land area to serve the particular type of center involved.

2. Access should be readily available by means of major thoroughfares.

3. Buildings should be grouped so as to operate as one functional unit. Free-standing commercial structures are not desirable.

4. On-site parking should be provided and entrances and exits should be constructed so as not to cause traffic congestion. Marked parking spaces should be provided within easy walking distances of the stores.

5. Truck traffic and loading facilities should be separated from customer traffic.

6. Foot traffic should be separated from vehicular traffic. Protection from the elements should be afforded customers while shopping, either by use of an enclosed, air-conditioned mall or a canopy system.

7. Landscaping should be provided and proper buffer zones established so that surrounding land uses are not jeopardized.

Kenly's CBD should remain compact, but expansion will be needed as the town grows. Expansion south along Second Street should be limited, since growth in this direction would intrude into better residential areas. Growth to the north will give the CBD better visibility to motorists on U.S. 301 and may enhance sales potentials. Strip development along U. S. 301 should be curtailed to improve the appearance of Kenly's major entrance, to preserve the traffic carrying capacity of U.S. 301, and to add "bulk" to the CBD. Highway oriented retail uses remaining on U. S. Highway 301 should be clustered towards the Second Street intersection to the extend possible. Smaller convenience retail facilities, such as grocery stores, are shown at some major intersections on the periphery of town.

Services

The same general comments made in the discussion of trade activities apply equally to service uses in the business, personal, financial, and professional category. Bulk-oriented services (such as warehousing and contract construction services) should adhere to the locational criteria appropriate to heavy commercial or industrial activity. Educational and religious uses (public schools and churches) may be located in residential areas. The elementary school - recreation park complex can be used to establish a focal center for residential neighborhoods; churches likewise make good residential neighbors, though zoning regulations should require off-street parking adequate to accommodate worship service parking demand without resulting in overflow into the neigborhood. High schools, college campuses, and technical schools, because they are generators of significant volumes of traffic, should be situated adjacent to a major artery in the street network.

Service uses in the development plan are shown primarily as buffers between retail trade and residential areas. Services particularly suited for this purpose include professional offices, real estate and financial institutions, some personal services (such as photographers' studios), and governmental offices.

Residential

A technique for unifying neighborhoods which has long been urged by planners and architects, is the so called "neighborhood unit concept," which provides for the development of residential areas with an elementary school and neighborhood park at the center. Community churches and a clustered neighborhood commercial center are generally situated on the periphery, where they may service abutting neighborhoods. The neighborhood is bounded by traffic-carrying streets, but internal design intentionally discourages through traffic in the neighborhood by the use of culs-de-sac and curvilinear design which compliments the topography and reduces speeds. More specifically, residential areas should be established in accordance with the following criteria:

1. Topography should have enough contour to give the land character and yet provide good drainage. However, terrain should not be so rugged that excessive costs are incurred when utilities and roads are installed.

2. Residential areas should have easy accessibility to employment, shopping, and cultural activities.

3. Protection should be afforded to the area from traffic and other incompatible land uses.

4. Where a community has a limited amount of level land available, it should not be permitted for residential use to the detriment of other land uses that require level land.

5. Residential development should be compact, and municipal policies should encourage the prior use of land in (and immediately adjacent to) the town in the interest of public economy, rather than the development of distant "leap frog" subdivisions.

6. Interior street design should discourage through traffic.

7. Recreational facilities should be included as an integral part of neighborhoods, designed and constructed simultaneously, in conjunction with a neighborhood school where possible.

8. Multi-family housing areas should be located near major traffic arteries and recreational facilities, and not situated so that the traffic which it generates must traverse single-family neighborhoods.

Future residential development in Kenly should be encouraged to "fill in" existing vacant tracts contiguous to developed area before sprawling over the entire landscape. This will allow the town to provide services more economically. Water and sewer facilities are readily available to much of the nearby 200 acres of undeveloped land within the town limits, and further extensions should be discouraged until this land is filled in. When expansion beyond existing town limits is needed, soils and drainage should be major determinants of which direction this growth should take. Since this information is not readily available at this time, future residential growth is shown on the development plan primarily to the west where advantage can be taken of major water extensions.

Cultural, Entertainment, and Recreation

This category covers land which includes playgrounds, playfields, parks, and other open spaces which serve as areas in which people can conduct active and passive recreation

activities. These areas also serve as buffer zones for non-compatible land uses and aid in breaking the monotony of a densely populated area. The following concepts should be adhered to in planning recreational areas:

1. The topography of the site should fit the facility to be developed.

2. The site should be large enough and properly located for efficient operation and maintenance. It should be quiet, clean, safe, and protected from heavy traffic.

3. Active recreation areas should be separated according to the age groups that will use them and easily accessible to the people who will be using them.

4. Recreational facilities should be combined with school facilities to serve as educational and recreational centers for neighborhoods, or groups of neighborhoods.

5. Recreational areas should be developed along flood plains and areas where soils are inappropriate for more intense urban-type activities.

Recreation facilities in Kenly, at least initially, could be incorporated with the existing school playground. As Kenly grows, additional facilities will be needed in outlying areas.

Transportation, Communications, and Utilities

Included in this category are offices and storage facilities for public utilities, streets, and railroad rights-of-way; offices should be treated as retail commercial uses insofar as locational criteria are concerned, and storage areas should adhere to the same standards as wholesale trade.

Considerable attention should be focused here upon development standards for the street and highway system. The integral and simultaneous development of a preliminary, or "sketch" thoroughfare plan along with the land development plan is an essential matter. In this way uses generating substantial traffic volumes can be properly located on streets designed to accommodate their traffic-carrying demands.

There are many and varied benefits to be derived from thoroughfare planning, but the primary objective is to enable the urban street system to be progressively developed in a manner which will adequately serve anticipated future travel demands. The location of present and future population and commercial-industrial enterprises affect major street and highway locations; and conversely, the location of major streets and highways within the urban area will influence the urban development pattern. This interaction requires that the thoroughfare plan be compatible with other components of the urban planning and development program.

Streets perform two primary functions - they provide traffic service and land access service. These two functions, when combined, are basically incompatible. The conflict is not serious if both traffic and land service demands are low. But when traffic volumes are high, conflicts created by uncontrolled and intensely used abutting property result in traffic flow friction and congestion. Streets can be categorized as to function, and standards applied for their development are as follows:

Local Access Streets: These streets have the purpose of providing access to abutting property. They are not intended to carry heavy volumes of traffic and should be located in such a way to serve only traffic with origins or destinations on these streets.

Minor Thoroughfares: Minor thoroughfares are more important streets in the city system and perform the function of collecting traffic from local access streets and carrying it to the major thoroughfare system. They may be used to supplement the major thoroughfare system by facilitating a minor through-traffic movement and may also serve abutting property.

Major Thoroughfares: Major thoroughfares are the heavy traffic carriers of the city. Their function is to move intercity and intracity traffic. The streets which comprise the major thoroughfare system may also serve abutting property; however, their major function is to carry traffic. They should not be bordered by uncontrolled strip development. Such development significantly lowers the capacity of the thoroughfare to carry traffic and each driveway is a danger and an impediment to traffic flow.

Radial Streets: The radial streets provide for traffic movement between points located in the outskirts of the city and the central area. This is a major traffic movement in most cities, and the economic strength of the central business district depends upon the adequacy of this type of thoroughfare.

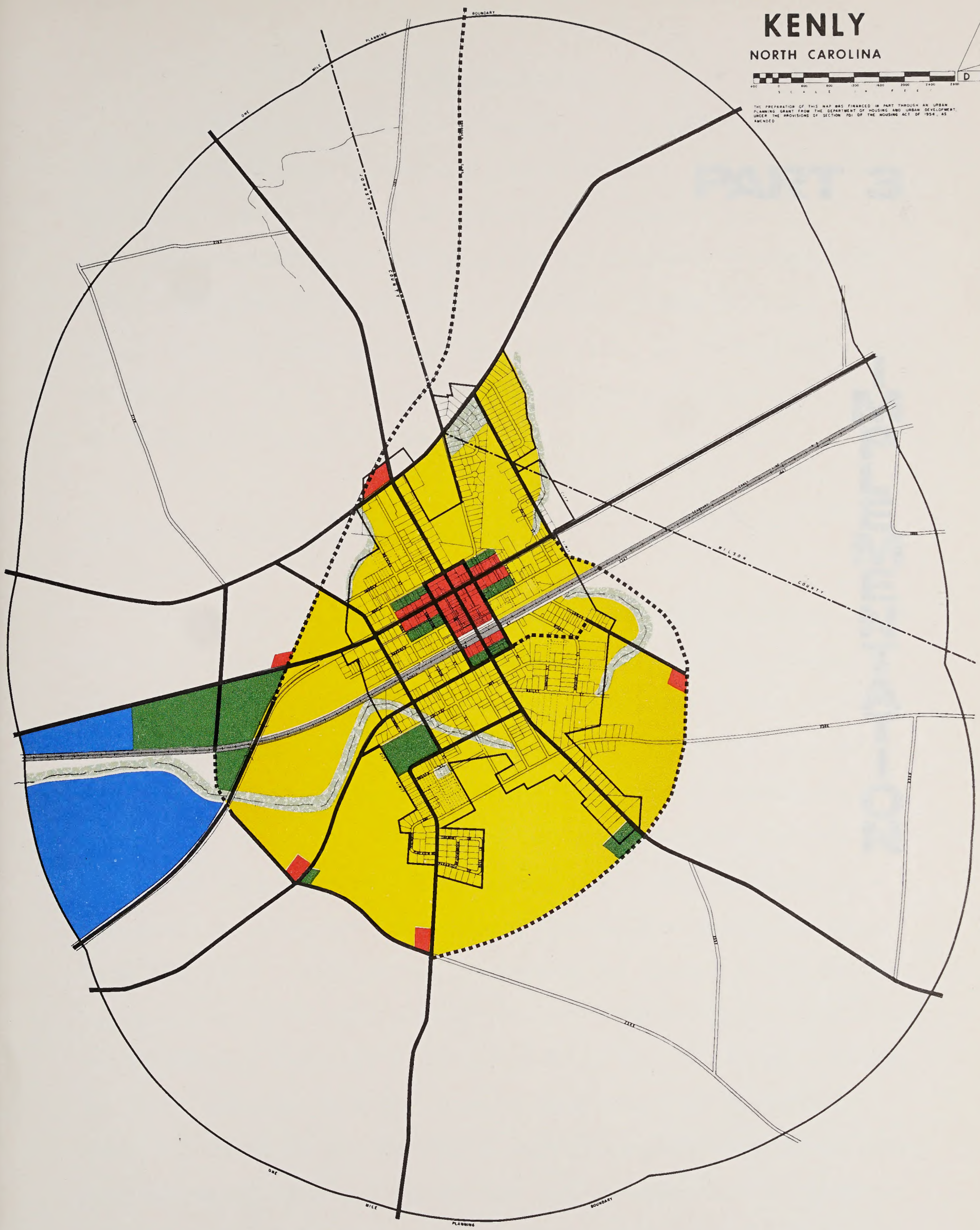
Bypass: A bypass is designed to carry traffic through or around the urban area, thus providing relief to the city street system by removing from it traffic which has no desire to be in the city. Bypasses are usually designed to through-highway standards with control of access. In a town the size of Kenly, a bypass can be designed to also function as part of an urban loop which can distribute intra-urban traffic without having to channel it through the center of town. The general effect of bypasses is to expedite the movement of through traffic and to improve traffic conditions within the city. By freeing the local streets for use by shopping and home to work traffic, they tend to increase the economic vitality of the local area.

The sketch thoroughfare plan for Kenly incorporates several existing streets as major thoroughfares. Third Street is extended to cross the railroad tracks and, along with Maple, First, and Alford Streets, forms a loop around the CBD to help keep Second Street from becoming so congested. Another railroad crossing is proposed for Goldsboro Street, which will be necessary as growth extends westward. Many segments of the "outer loop" or bypass already exist, the missing links being to the southeast of town. This bypass would not likely be a high priority item since U.S. Highway 301 is capable of accommodating projected through traffic volumes for the next twenty years.

Based upon population projections, projected land use requirements, and the locational criteria discussed above, the Comprehensive Development Plan map for Kenly is shown on the following page.

KENLY

NORTH CAROLINA



MAP 7

COMPREHENSIVE DEVELOPMENT PLAN AND SKETCH THOROUGHFARE PLAN

- RESIDENTIAL
- SERVICES
- MANUFACTURING
- RURAL RESIDENTIAL, AGRICULTURAL, WOODLAND
- TRADE
- RECREATION/OPEN SPACE
- TRANSPORTATION, COMMUNICATION, AND UTILITIES

	EXISTING	PROPOSED
MAJOR THOROUGHFARES	———	- - - - - - - -

PART 3

IMPLEMENTATION

IMPLEMENTATION

A plan is of little value unless it is officially adopted, widely disseminated throughout the community, and used as a basis for future public and private decision-making.

Implementation of the plan can be achieved through five basic concepts: 1) land use controls, 2) financial aids, 3) local government policies and programs, 4) intergovernmental cooperation, and 5) citizen awareness and participation. Each of these will be discussed individually.

Land Use and Structural Controls

Zoning

Zoning is the most basic form of land use regulation. The zoning ordinance helps to insure that land uses are properly located with respect to one another, that land is available for each type of use and that density of development is suitable for the level of community services and natural conditions. Zoning may serve as a protective device, preserving established uses from injury by new development, and simultaneously as a prospective mechanism, preserving undeveloped areas for their best use (e.g. large potential industrial tracts which should be preserved from subdivision into residential properties which would destroy the site's attractiveness for industry). Zoning is not a panacea, though, because many years of determined administration of the ordinance may be required before existing nonconforming uses and structures are brought into conformity and the zoning map begins to resemble the development plan in appearance.

Subdivision Regulations

The basic tool for guiding the design of new areas for urban use is subdivision regulations. Such regulations assure the development of a coordinated residential street layout and efficient platting of lots. Subdivision regulations require developers to maintain proper design standards and to provide necessary improvements in subdivisions. Developers may also be required to dedicate right-of-way for proposed thoroughfares and sites for proposed community facilities. Developer and purchaser are provided with more effective means of title transfer and are protected against unsound subdivision practices. New homeowners are assured that sanitary systems will function properly, that promised paving, storm drainage, curbing, and other improvements will be properly installed, and that accurate markers will be provided for property line surveys. The chief benefit of such regulations is their ability to prevent many future problems while they are still lines on paper, representing a single tract of land, rather than permanent street rights-of-way and lots in numerous ownerships.

Building Code

Building codes establish minimum standards for methods of construction and plumbing, heating and electrical installations. They also provide for inspection and enforcement of these standards. All nonresidential and nonfarm buildings are subject to the State Building Code. However, counties and

towns may adopt stricter codes for those structures covered by the state code and may also adopt building codes for residential structures. A North Carolina Uniform Residential Building Code has been developed and has now been adopted by many towns and cities in the state. Adoption and enforcement of such a code would help prevent future development of substandard housing in the area.

Minimum Housing Code

Housing codes specify minimum standards for living space and sanitation, heating, and lighting facilities for both new and existing housing. Both municipalities and counties may adopt and enforce minimum housing ordinances. Kenly could adopt the Southern Standard Housing Code; this code provides a means for the town to carry out "spot demolitions" of dilapidated structrues. It can also be applied to effect a comprehensive housing improvement program to bring substandard residences up to the code's standards to preserve the quality of neighborhoods which contain deteriorating housing on the brink of becoming rundown.

Thoroughfare Planning

While not strictly a land use control, thoroughfare planning can help guide growth and development, and can make travel through an urban area a pleasant experience instead of the all too often nightmarish one.

The North Carolina General Statutes provide for mutual adoption of thoroughfare plans by governing bodies of towns and counties in conjunction with the N. C. State Highway Commission. The adopted plan then becomes the official policy and guide for actions of the town and the commission. This is very important in smaller towns such as Kenly where most of the major improvements in the thoroughfare system will be made by the State Highway Commission. The mutual adoption of the plan should then be followed by an agreement between the town and the commission in which responsibilities of the two are established for each link in the proposed development of the traffic system. One adopted, the thoroughfare plan becomes a legal tool which may be applied in conjunction with the municipality's subdivision regulations to secure rights-of-way for elements of the plan as surrounding properties are developed.

A suggested thoroughfare plan has been included as a part of this study because it is an essential part of the land development plan of particular importance in the location of new uses which may be expected to generate sizeable traffic volume. This plan proposal should be submitted to the Highway Commission by the town for mutual adoption. Though the commission may wish to make more detailed analyses of traffic circulation and parking needs by means of an origin-destination study before arriving at final plan, the proposal contained in this study establishes a good working basis for the more refined version which might be developed after more detailed study.

Financial Aids

Federal grant-in-aid assistance to local communities is now in a state of flux with many funds being frozen by the President and other farreaching program changes imminent. One of the most pervasive changes proposed, and one generally conceded to have a good chance of congressional approval, is Community Development Revenue Sharing. CDRS, not to be confused with general revenue sharing, is a proposal to combine the following categorical grant programs into a single block grant:

Urban Renewal Loans and Grants (including Code Enforcement
Open Space Grants
Water and Sewer Grants
Neighborhood Facilities Grants
Rehabilitation Loans
Model Cities

Those programs which Kenly might have participated in to implement this plan include open space grants, water and sewer grants, and neighborhood facilities grants. Under the new (proposed) program, communities will have to compete for available discretionary funds on the basis of administrative and management techniques which enable them to complete the application. Prime responsibility will be local determination of goals and objectives and means to achieve them, which is going to require additional planning and management capabilities at the local level. This program will receive increasing emphasis from communities in years hence, particularly if other programs such as EDA continue to be shut down, and others, such as EPA grants, reduced.

State sources of funds are extremely limited, and usually must be pursued in the form of local highway projects, state parks, etc. One exception, however, is funds from the Clean Water Bond Act passed in May 1972. Although prospects for obtaining funds from this source are not very bright, it deserves a try. Contacts with state officials can be made through Region J or, if prefered, the following individuals can be contacted directly:

-- If the request has to do with funds for planning water or sewer systems, contact Natural and Economic Resources at 919/829-4740.

-- If the request is for funds for construction of water systems, contact the N. C. Board of Health at 919/829-3586.

-- If the request is for funds for construction of sewer systems, contact Natural and Economic Resources at 919/829-4740.

Private Gifts

Gifts of land, buildings, or money from private benefactors should not be overlooked as a potential resource. Tax writeoffs can make such gifts "profitable" for business and certain individuals. It may be worthwhile to examine the benefits of such gifts to individuals as well as the town, and to pursue them if feasible.

Local Government Policies and Programs

Another effective tool for guiding growth and development is local government policies on extension of utilities, utility rates, bonding, and annexation.

Water and sewer extensions and improvement programs are an integral part of growth, but they most often are a response to growth after it has begun in an unguided manner. This leads to situations where water lines are extended past undeveloped parcels, perhaps for some influential developer, at a cost unjustifiable for the number of people it will serve. It also results in sewer extensions to several drainage basins, thereby requiring costly lift stations which the town must maintain thereafter. What is needed in a comprehensive written statement of town policies towards these utility extensions. These policies should refer to the goals and objectives of the Comprehensive Development Plan, particularly those for "compact and economical" development patterns. These policies should include guidelines on maximum amounts of undeveloped land which will be crossed to serve a new area, and formulas on cost-sharing of oversized facilities needed to serve future growth in an area.

Utility rates, too, are important local policies on growth. Rates must be fair to all customers, but there can be variations (between classes of users, not within classes) to encourage or discourage certain types of growth, particularly industrial

growth. Bonding should be pursued when necessary to achieve the town's growth objective. Counselling from the Local Government Commission in Raleigh will ensure that a town does not exceed its statutory debt limitation, or its realistic ability to repay the debt.

Annexation can enable a community to keep pace with growth on its periphery, and to provide these areas with the urban services they need while giving the town a broader tax base, larger population (on which many state and federal shared revenues are based), and progressive image. Generally, areas which are urban in character and meet the statutory requirements of size, population density, etc., should be annexed. This general rule should be tempered, however, with the town's growth objective and development plan recommendations.

Intergovernmental Cooperation

North Carolina communities are fortunate in being able to cooperate in practically any joint venture they desire. Prior to 1971, communities wanting to undertake cooperative ventures had to do so under one of many specific enabling statutes. The 1971 General Assembly made it much easier to cooperate when it passed the Joint Exercise of Powers Act [G.S. 160A-460 through 160A-465]. This act provides that:

Any unit of local government in this State and any one or more other units of local government in this State or any other state (to the extent permitted by the laws of the other state) may enter into contracts or agreements with each other in order to execute any undertaking. The contracts and agreements shall be of reasonable duration, as determined by the participating units, and shall be ratified by resolution of the governing board of each unit spread upon its minutes. [G.S. 160A-461]

Any contract or agreement establishing such a joint undertaking shall specify:

1. The purpose of purposes of the contract or agreement;

2. The duration of the agreement;

3. If a joint agency is established, its composition, organization, and nature, together with the powers conferred on it;

4. The manner of appointing the personnel necessary to the execution of the undertaking;

5. The method of financing the undertaking, including the apportionment of costs and revenues;

6. The formula for ownership of real property involved in the undertaking and procedures for the disposition of such property when the contract or agreement expires or is terminated.

7. Methods for amending the contract or agreement;

8. Methods for terminating the contract or agreement;

9. Any other necessary or proper matter [G.S. 460A-464]

Frequently programs can be initiated or facilities constructed cooperatively with another unit of government which could not otherwise be afforded. Kenly should support the concept of a countywide landfill operation, and serious consideration should be given to the Johnston County law enforcement agency which has recently been proposed.

Citizen Awareness and Participation

The residents of Kenly can help significantly in implementing this plan through their support of the proposals made herein, and through their willingness to contribute their talents on committees or their ideas at public meetings and hearings. To involve Town residents in community decision-making will require a commitment of the Planning Board and the Town Board to disseminate information to the community on a regular basis through the news media and various public forums, so that the lay public will have the necessary background information to make rational decisions about how they want their community to develop.

This input should be used to refine or revise plan recommendations, as needed. Publicizing the plan so that its implications for public policy are understood by townspeople would be a step in this direction. A thorough treatment of the plan and its objectives in the newspaper would aid in accomplishing this objective.